

10th August 1963]

APPENDIX III.

(*Vide Answer to Starred Question No. 94 on page 489 supra.*)

REPORT OF THE FACT FINDING COMMITTEE TO  
ENQUIRE INTO THE ADEQUACY OR OTHERWISE  
OF THE SANITARY ARRANGEMENTS MADE IN  
BUS STANDS AND MARKETS IN MADRAS CITY.

CHAPTER I.

In G.O. Ms. No. 1909, Local Administration, dated 6th November 1959, the Government constituted a Committee to enquire into the adequacy or otherwise of the sanitary arrangements made in the bus stands and the markets in Madras City, consisting of the following :—

1. Sri V. V. Ramaswamy, M.L.C., *Chairman.*
2. Sri C. R. Ramaswamy, M.L.A., *Member.*
3. Sri K. Vinayakam, M.L.A., *Member.*
4. Sri T. P. Srinivasavaradan, M.L.C., *Member.*
5. The Commissioner, Corporation of Madras, *Member-Secretary.*

The Committee, as indicated by the Government in their order cited was to be a Committee constituted for the purpose of finding out facts regarding the sanitary conditions that existed in the bus stands and the markets in Madras City. In the Government Order the Government outlined the reasons for appointing the Committee and also indicated the terms of reference of the Committee. The question of appointing the Committee was considered by Government in pursuance of a motion moved by Sri V. V. Ramaswamy, in the Legislative Council in February 1959, seeking to recommend to Government to appoint a Committee to enquire into the adequacy or otherwise of the sanitary arrangements made at various bus stands and markets in the State and to report on the need for the provision of such sanitary arrangements where none exists now. On the assurance given by the Government that a Committee would be constituted to go into the question of adequacy or otherwise of the sanitary arrangements available at various bus stands and markets in Madras City in the first instance, the resolution was withdrawn by the mover. This Fact Finding Committee was accordingly constituted by Government.

*Terms of reference.*—The Committee was requested to enquire into the adequacy or otherwise of the sanitary and water supply arrangements made in the existing (1) bus stands and (2) markets in Madras City and to recommend measures necessary for improving them. The Committee was also requested to make suggestions

[10th August 1963]

to improve the general cleanliness and for the beautification of the bus stands in Madras City. The Committee was requested to submit its report to Government within a period of two months from the date of the Government Order cited above.

The first meeting of the Committee was held on the 25th November 1959 in the Office of the Member-Secretary. The Officers of the Corporation who are connected with the markets, bus stands and lorry stands were also present at this meeting. At the outset the Chairman explained the reason which impelled him to move a resolution in the Legislative Council. He said that as a member of the Estimates Committee, he happened to travel in a bus with the other members and visited a number of districts and that on account of his previous connection with local administration he was interested in looking into the conditions obtaining in the bus-stands and markets on the way. He found that generally the sanitary arrangements and other amenities provided in the bus stands and the markets were far from satisfactory. The responsibility for providing sanitary arrangements and the necessary amenities in the bus-stands and the markets, particularly in mofussil was mainly that of the local body concerned. He left that if the question of providing the amenities were to be left to the local body concerned there may not be a uniform standard and that the markets and bus-stands may not be maintained up to the standard required. He, therefore, felt that instead of suggesting to the local body concerned to take such steps as were necessary, would be better if the Government had the question gone into by a specially constituted body so that a report could be made which could serve as a guide to the local bodies in improving the markets and bus-stands. It was with this object that he moved the resolution in the Legislative Council which was seconded by Sri T. P. Srinivasavaradhan, M.L.C. It was explained by Government that instead of having a Committee to go into the question all over the State it would be better to take up the question of improvement of markets and bus-stands in Madras City to start with and that on the analogy of the suggestions that would be made for Madras City, recommendations could be made in respect of the other local bodies also. The Chairman felt that this was a reasonable procedure to solve the problem. On this assurance of the Government, he withdrew the resolution.

The Committee then discussed the procedure to be adopted in its work. The Member-Secretary furnished the Committee with a list of markets and bus stands in the City and with a copy of the Public Health Act and assured the members of the co-operation and technical assistance of the Officers of the Corporation of Madras. Considering the number of markets in Madras City the Committee felt that it would not be possible to visit all the markets and decided to visit about a half a dozen or so selected at random. The Health Officer of the Corporation of Madras agreed to select the markets for inspection by the Committee. He was requested



10th August 1963]

to select markets where sanitary conditions were reasonable as also some markets where sanitary conditions were bad so that a comparative study would be possible.

Accordingly, the Committee visited the following markets and bus-stands on the dates given below :—

<i>Serial number.</i>	<i>Place of inspection.</i>	<i>Date of inspection.</i>
(1)	(2)	(3)
1	Moore Market	7th December 1959.
2	Chintadripet Market	
3	Kothawal Bazaar Market	
4	Corporation Fruit Market	16th December 1959.
5	Mofussil Bus stand near Burmah Shell Building.	
6	Zam Bazaar Market	
7	Thannithorai Market	
8	Kabaleeswarar Mada Street (Pavement Market).	28th December 1959.
9	Mandavalli Market	
10	Bus Terminus opposite to Mandavalli Market.	
11	Pondy Bazaar Market	
12	Corporation Mutton Stall, T. Nagar	22nd February 1959.
13	Pavement Market in Panagal Park	
14	T. Nagar Bus Terminus	
15	Elephant Gate Lorry stand	
16	Lorry stand in Hood Wharf	22nd February 1959.
17	Mofussil Bus stand, Mint Street	
18	Government Transport Bus stand, Mint Street	
19	Seven Wells Market	
20	Mofussil Bus stand, Esplanade	22nd February 1959.
21	Bus-terminus in Pycrofts Road, Triplicane	

The Chairman of the Committee could not accompany the Committee on inspection on 28th December 1959. He, therefore, along with Health Officer of the Corporation of Madras inspected separately the markets on 4th January 1960 which were inspected by the Committee on 28th December 1959.

The Committee met on the 10th December 1959 when it discussed the procedure that was to be adopted during the inspection and the points that had to be looked into. It also met on the 14th March 1960 when it held general discussions based on the inspections so far made and also drew up a programme of further meetings with the representatives of the Corporation of Madras, the Officers of Government dealing with markets, bus stands and lorry stands and such members of the public as may be desirous of meeting the Committee to give their suggestions regarding improvements to markets, bus-stands and lorry stands.

The Committee held four sittings on the following days :—

25th March 1960,

26th March 1960,

30th March 1960; and

4th April 1960.

[10th August 1963]

The Committee met the representatives of the Corporation of Madras on the 25th March 1960. The Worshipful Mayor was unavoidably absent but sent his suggestions in writing. On the 26th March 1960, discussions were held with the representatives of the various Trades Associations in the City and the Joint Director of Town Planning. On the 30th March 1960 the following Officers of the Government met the Committee :—

- (1) The Director of Public Health.
- (2) The Director of Government Transport.
- (3) The Deputy Secretary to Government, Rural Development and Local Administration Department.
- (4) Deputy Commissioner of Police (Traffic and Licensing).

Since it was felt that some of the representatives of the Trades Associations, for some reason or other, could not attend the sitting on the 26th March 1960, a further opportunity was given to them to meet the Committee on the 4th April 1960. After holding discussions with the representatives of the Trades Associations on the 4th April 1960, the Committee discussed the various points to be mentioned in the report and requested the Member-Secretary to prepare a report. The Committee again met on the 25th and 26th May 1960 to consider the draft report and finally met on 8th June 1960 to sign the report.

## CHAPTER II.

### CONDITIONS EXISTING IN THE MARKETS.

In all, the Committee visited 12 markets in Madras City. Of these, four were maintained by the Corporation and eight by the private owners. Of the four markets maintained by the Corporation, the Moore Market and the Fruit Market were composite markets while the remaining markets were either purely vegetarian or combined vegetable, meat and fish markets. The shortcomings noticed by the Committee in the markets visited by it, are discussed below under various heads :—

(1) *Adequacy of sanitary arrangements, particularly with regard to flushing arrangements.*—Even in markets maintained by the Corporation, the Committee observed that sanitary arrangements cannot be said to be either sufficient or maintained satisfactorily. In Moore Market for example, considering the amount of business transacted and the number of people that visited the market, the number of seats provided in the public convenience in the Moore Market cannot be said to be totally adequate; because of this or otherwise, it was found that the urinals were also used for passing stools. Though the Corporation had employed staff to keep the public conveniences clean and flushed, it was found that the state of cleanliness did leave a lot to be desired. It was explained to the Committee that the conservancy staff of the Corporation at these places had definite hours of duty and that there was nobody attending to the cleaning of



10th August 1963]

public convenience during certain hours. In busy places, the committee felt it would be necessary to have at least one person on duty throughout the day and night to clean the public conveniences. Another difficulty which the Committee noticed in keeping the public-convenience clean was the insufficiency of water supply. It was explained to the Committee that all public conveniences were not provided with separate wells and overhead tanks but that in many cases water was supplied through steel-tanks from the Red Hills water supply. Very often this supply did not prove adequate. The Committee also noticed and has to record with regret the lack of civic sense among the public that use the public conveniences. In a number of cases it was found that where taps had been provided at various points within the public conveniences to facilitate cleaning the pans, the taps and other similar fittings had been stolen. In the markets run by private agencies, the Committee found that the conditions were much worse than in the markets maintained by the Corporation. With a few exceptions, the Committee felt that the owners of the private markets were not really interested in making an effort to provide adequate sanitary arrangements but had put up public conveniences with very few seats just to satisfy the Health authorities and to earn them the licences to run the markets. As mentioned above, there are a few exceptions to this. In one or two cases, the Committee noticed that even though the owners of the private markets had attempted to provide sufficient public conveniences they also suffered from the same disabilities as the Corporation. There was this difference between the private markets and the Corporation markets; that in the case of Corporation markets, the Corporation could spend more money to keep the public conveniences clean whereas the owners of the private markets represented that, as it is due to heavy taxation by the Corporation, the running of a private market was not remunerative and that it would be difficult for them to spend much more money on the maintenance of the market. Summing up, the defects that were generally noticed were the insufficiency of the number of seats provided in the public conveniences, lack of adequate water-supply to keep the public conveniences clean and the need for appointing more cleansing staff.

(2) *Adequacy of drinking water-supply.*—In most of the markets visited by the Committee the supply of drinking water was not adequate. In many markets run by the Corporation a few taps were provided to supply drinking water but in many of the private markets there was no arrangement for supplying purified and good drinking water.

(3) *Sufficiency of gangway-width.*—Practically all the markets visited by the Committee were found to be overcrowded. This aspect will be discussed later in the report, but the Committee saw everywhere that the rush of people making purchases in the markets was so great that it was found very difficult for the members of the Committee to go through the gangways in the

[10th August 1963]

market for inspection. The gangways between stalls were found in most cases 8 feet wide as provided in the Act. This width of the gangway might have been sufficient when the population in the city was much less and the number of people frequenting the markets was also correspondingly small. But with considerable congestion in the markets it was found that the width of the gangways as prescribed in the Act was not enough. It was also noticed by the Committee that even though gangways of 8 feet were provided, in almost all the markets the stall-holders had extended their stalls into the gangways by putting platforms, etc., thus substantially reducing the available width of the gangways. Even in the markets run by the Corporation such encroachments existed. The owners of the private markets represented that as the eviction of stall-holders by due process of law was very difficult, they had very little control over the stall-holders and as such they found it impossible to force the vendors to remove the encroachments and to leave the gangway free.

(4) *Types of Flooring.*—In most of the markets visited by the Committee it was found that both the Corporation and private market owners had provided reasonably good flooring capable of being washed periodically. The general flooring was of Cuddapah slabs and was good except in a few markets where the owners of the markets had obviously neglected to keep it in good repair. But it was felt that the flooring as provided did not always allow water to drain to the sides with the result that when it rained or immediately after washing, the water stagnated on the floor and made the whole place slushy.

(5) *Fly-proof arrangement for meat and fish stalls in the markets.*—The Committee found that compared to the space occupied by the stalls selling vegetables, the space occupied by the meat and fish-stall holders was less in most places with the result that the rush in the meat stalls and fish section was very great. It was explained that many of the customers being poor could only afford to buy fish and that meat was purchased only by a small percentage of the customers. The Committee did notice that the congestion in the fish stalls was much worse than the congestion anywhere else in the market and that generally the fish-stalls were very much dirtier than any other in the market. The Committee noticed that the flies were in abundance in the non-vegetarian section of the market. The markets maintained by the Corporation there was some attempt to introduce fly-proofing and to take steps to exterminate the flies. But in the private markets the Committee did not notice any such attempt at all with the result that the whole of the non-vegetarian section, particularly, the fish-stalls was highly insanitary.

(6) *Sufficiency of stall accommodation.*—The remarks made under item (3) above also apply to this case. With the increasing population of the City, the number of people frequenting the market to make purchases has increased considerably. This in turn has led to an increase in the number of stall-holders.



10th August 1968]

in the market. The accommodation allotted to each stall-holder was generally 6 feet by 4 feet and many stall-holders complained that this space was not enough and that it became necessary for them to encroach into the gangways. The insufficiency of the stall accommodation was particularly noticed by the Committee in Kothawal Bazaar which serves both as a wholesale and retail market. Here it seems to be the usual practice for many of the wholesalers to dump their goods in the passages rather than keep them in the stall.

(7) *General Cleanliness.*—The Committee found that most of the markets visited by it were not very clean. The main reason for this appears to be the congestion in the markets which prevented proper conservancy being carried out. The encroachment by the stall-holders into the gangways also contributed to the difficulty of the cleaning the rubbish and keeping the market clean. In many cases the stall-holders, by encroachment had completely covered the side-drains with the result that it was very difficult for the conservancy staff to clean the side-drains regularly. Receptacles for dumping rubbish were provided in some of the markets, the Committee observed that the stall-holders and the public had the habit of throwing rubbish all over the place without caring to put it in the receptacles placed for the purpose. The Committee also noticed the deplorable practice on the part of the stall-holders and also of the public spitting wherever they liked instead of utilizing the spittoons provided in the markets. The stall-holders particularly were guilty of this bad practice being too lazy to get up from where they were sitting to go to the spittoons for spitting. In many of the private markets the Committee found that the staff employed for conservancy was not adequate. The conservancy was generally done after the market was closed every day and the rubbish was not cleared at frequent intervals when the market was open. Due to insufficiency of water-supply the cleaning of the floor of the market by flushing with water was not being done regularly. In many of the markets the vegetables, fish, etc., which were exposed for sale were being kept on the floor of the stall and sometimes even on the floor in the gangways.

#### PAVEMENT MARKETS.

These are peculiar phenomena existing in Madras City which can be clearly attributed to the insufficiency of the existing markets in the City. It has become the habit of the vegetable vendors to use the pavements for selling their wares. Such pavement markets exist in many parts of the City and in some parts the pavement markets have become so established that they have been regularised by the Corporation. It is needless to say that in these pavements the general standard of sanitation and cleanliness is far worse than in the enclosed markets. There are practically no amenities to speak of, and the whole place is so insanitary that one wonders how the public prefer to purchase vegetables in such pavement markets instead of going to the regular built up market. The vegetables in the pavement markets were heaped

[10th August 1963]

on the floor of the pavement, the various stalls were huddled together and there were practically very little space between the stalls for the public to move about.

#### BUS STANDS.

The bus-stands in Madras City are of two types. The mofussil bus-stands in the Esplanade and in Mint street and the terminal bus-stands at T. Nagar are of one category while the others for example, bus-stands in Pycrofts road, Triplicane and in Parrys Corner which are not really bus-stands but are only bigger bus-stops. The Committee noticed with regret that the amenities provided in the bus-stands were totally insufficient and even where some amenities have been provided they were not satisfactory. Particularly the water-supply arrangements made in the public conveniences in the bus-stands were inadequate and the Public conveniences were badly maintained. So far as the other amenities are concerned it can be said that they were totally non-existent.

In the bus-stands of the second category also, the Committee noticed the lack of the minimum amenities, like shelters, waiting sheds and also noticed the inadequacy and improper maintenance of a few public conveniences provided near the bus-stands.

#### LORRY STANDS.

There are two lorry-stands in Madras—one at Elephant Gate and the other in Hood Wharf. The Committee visited both the lorry stands. The Committee noticed that while some amenities have been provided in the Elephant Gate Lorry-Stand, at Hood Wharf Lorry-Stand the amenities were practically non-existent. Here again what has been said about the public conveniences in the markets and in the bus-stands applies to the public convenience in the lorry-stands also.

#### CHAPTER III.

As pointed out in Chapter II, one of the main reasons for the insanitary conditions of the markets is the congestion and over-crowding which is seen in most of the markets due to the fact that the number of markets is not adequate for the increased population of the City. Therefore any proposal for improving the sanitary condition of the markets which does not take into account this fact will not serve the purpose. But the over-crowding in the markets can only be got over by the provision of more markets which will naturally be a long-term proposal and will take quite some years. This aspect will be discussed later in the next Chapter under long-term proposals.

Subject to this observation, the Committee felt that a few improvements could be done even now to ensure that the general standard of sanitation and cleanliness in the markets was maintained at a higher level than now. As pointed out by the



10th. August 1963]

Committee the number of seats in public conveniences provided in the markets is generally not adequate. It will not be possible to lay down a scale according to which the number of seats should be provided in the public conveniences in the markets, particularly, because in many of the markets the Committee found that the public conveniences which were provided were more used by the poor people living in that locality than by the stall-holders or the public using the market. It has to be accepted that any public convenience provided in a market will be used by the poor people in the neighbourhood unless the Corporation is able to provide a sufficient number of public conveniences outside for their use. The Committee therefore, feels that the existing scale of seats in public conveniences in the market could easily be doubled or trebled in order to meet the needs of the people in and around the market. The Committee has already observed that the provision of water-supply in these public conveniences is very often unsatisfactory. It will be therefore necessary to insist on each public convenience having an assured water-supply preferably from a well dug in the neighbourhood and supplied with water by means of an overhead tank of sufficient capacity. Even though water is made available, people who use the public conveniences do not care to flush them properly. It will therefore be necessary that every public convenience should be provided with a full time worker for keeping it clean. This, of course, involves more cost in the maintenance of the public conveniences but the Committee would suggest that the system of charging 2 nP. per head for using the public convenience could be adopted with advantage so that on the payment of this small amount, persons using the public convenience can be assured of it being kept clean and neat. The Committee is aware that this suggestion of making the people pay for using the public convenience is one which will be opposed by a section of the people and also by some legislators. The Committee therefore would like to explain in detail why it suggests that the paying system to be adopted. There is one public convenience maintained by the Corporation near the Law College Pumping Station where the paying system is adopted. Every person using the public convenience pays 2 nP. to the conservancy labour in charge of the public convenience. The Committee found that this public convenience is generally kept very neat and this is appreciated by the public who use it. So far as the Committee is aware nobody has protested against paying this small charge of 2 nP. if it ensures a higher standard of cleanliness. No doubt, it would be argued that the Corporation could employ a full time scavenger and pay him to keep the public convenience clean without charging the public for using the amenity. But, human nature being what it is even though the scavenger is paid full-time wages he will not take as much interest in looking after the public convenience as he would if he were permitted to charge each person using the public convenience. Thus by payment of an amount which is very small the user can be assured of the public convenience being kept really clean. The Committee feels that even though initially there may be some protest, once the public get accustomed to the system

[10th August 1963]

they will realise that by paying this small amount they are assured of a higher standard of cleanliness and will not grudge to pay.

It was represented that since the public conveniences provided in the markets were also being used by the poor people in the locality, the charging of a small fee for the use of the public convenience would result in hardship to the poor residents of the locality who would not be expected to pay 2 nP. every time for using the public convenience. While this may be so, since the public convenience provided in the markets have to be kept much cleaner than the public conveniences provided by the Corporation outside the markets, it would be necessary, even at the risk of hardship to a section of the public, to take necessary measures to ensure a higher standard of cleanliness. To obviate hardship to the poor people living near about the markets, the Committee suggests that where markets are situated near the slum areas where the poor people live, the Corporation should take steps urgently to provide a sufficient number of free public conveniences outside the market for the use of the poor people living in the slums. If this is done there can be no objection to a charge being levied for using the public conveniences inside the markets which could then be kept really clean. Whether or not, the charges suggested above are levied, it should be insisted upon that a full-time worker be employed for cleaning the public convenience.

Along with the public convenience it would also be desirable to have some urinals constructed in each market. But, here again, as mentioned above, some people are in the habit of using the urinals for passing stools. This could be avoided if open urinals of the type as are provided in many of the cinema theatres are provided. Also, if the number of seats provided in the public conveniences in the markets is fairly large, it may not be necessary for anyone to misuse the urinals. When emphasising that the urinals also should be provided with sufficient water, the Committee would suggest that in the case of urinals some sort of automatic flushing arrangement with a cistern which flushes every few minutes could be adopted.

The insufficiency of the gangway width has been pointed out in the chapter above. As mentioned there, in most of the markets the width of 8 feet between stalls as at present laid down under the Act has been provided; but due to over-crowding of the markets it is found that this width is not sufficient. The Committee felt that where there are two rows of stalls facing each other, the width of the gangway should be at least 12 feet. This would allow for one row of persons standing near each row of stalls for making purchases and would also allow for one row of persons to pass each way. Where, however, there is only one row of stalls the width of 8 feet as laid down at present, would be sufficient. Even though the passage between the stalls is made 12 feet, as suggested, there would still be the tendency on the part of the stall-holders to encroach into this passage. It will be necessary to check this



10th August 1968]

tendency very firmly. The insufficiency of stall accommodation may be one of the causes which impels the stall-holders to encroach into the passage by extending their shops towards the front. This however, can easily be got over either by providing additional accommodation within the area occupied by the stalls by the provision of loft or storage space beneath the floor, or where necessary by leasing out of two or more stalls together to one person. It was represented to the Committee that the provision of a loft would be more welcome, particularly for storing vegetables. The main reason for the stall-holders encroaching into the gangways, the Committee felt, was really the desire for each stall-holder to exhibit his wares in as advantageous a position as possible in comparison with the stalls on either side. Such a desire on the part of the stall-holder is only natural; but if such encroachment is permitted the movement of the public becomes very difficult. It will be necessary therefore, to put down this practice with a firm hand. The owners of the private markets represented that taking action against the stall-holders by due process of law was very difficult and that they were, therefore, not able to have control over the stall-holders and prevent such encroachments. It would be desirable to give powers to local bodies to take action against such encroachments even in the case of private markets.

In the chapter above, the Committee has already remarked on the swarm of flies which are generally found around meat and fish stalls. Nobody can deny that it will be necessary to ensure that all the stalls in the market, particularly meat and fish stalls which attract flies in large numbers, should be made fly-proof. The Committee discussed the various methods of achieving this object. The first method is to provide proper wire-mesh all round and on the top also with double-doors at the entrance and exists in order to keep out flies. But it was pointed out that this method besides being very costly was not likely to be successful as, because of the conjection and rush of persons frequenting these stalls, the double doors at the entrance and exits would be open always providing a free and easy entry to the flies. In the markets maintained by the Corporation, in a few places, such fly-proofing has been arranged and it will be interesting to watch how it works and whether it is successful or not. The Director of Public Health said that it would be easier to deal with the areas where flies breed, and attempt to control the breeding of the flies by insecticides. Generally the breeding place for the flies is the rubbish which is collected and dumped in the market before it is removed by the Conservancy Department of the Corporation. If these rubbish heaps are frequently treated with insecticides, it may be possible to control the breeding of flies in the market. Further, if the meat and fish stalls are also cleaned more frequently than they are now, with water and also treated with proper insecticides one could ensure these stalls being practically free from flies. This should be insisted upon by the local authorities though fly-proofing of the market including the vegetarian section would be a costly affair, it would be worthwhile to consider whether in each

[10th August 1963]

individual stall the carcasses and the fish that are exposed for sale cannot be covered with wire gauze lid which will prevent flies settling on them. It was also pointed out that when meat and fish are really fresh the flies would not normally settle on them and that the flies are attracted only when decomposition starts. It would therefore be desirable that at least in the bigger markets cold storage facilities are provided so that the meat and the fish could be kept in cold storage in a fresh condition instead of being kept exposed, as is being done now, leading to quicker decomposition. It was pointed out to the Committee that people generally do not like meat and fish, particularly fish preserved in ice. The Committee is aware that generally such a prejudice exists in the minds of the people but feels, that by proper education and propaganda gradually this prejudice can be got over.

It has been mentioned in Chapter II that in most of private markets the general cleanliness leaves a lot to be desired. The Committee found that in most of the private markets the staff employed for cleaning was not adequate with the result that the cleaning was not done at frequent intervals throughout the day but done only twice or thrice a day. In Kothawal Bazaar the Committee found that there were a number of scavengers and sweepers employed who continuously went round the market with the result every portion of the market was cleaned at least once in one or two hours. In that market, however, because, of the abnormal congestion, even such frequent cleaning could not keep the market neat. But, if such a method is adopted in the other markets it will be possible to keep them clean and neat. The employment of staff on such a scale to clean the markets would be costly and it is not likely that owners of the private markets would readily accept such a suggestion. It will therefore be necessary for the local body concerned to fix up a scale of staff which will be necessary depending on the size of the market and the congestion during the business hours and insist on such staff being employed. Sufficiently water-supply should be made available and water taps provided at various points in the market from where water can be drawn at high pressure to flush the gangways and the drains.

The practice of the stall-holders and of the public of spitting wherever they choose to inside the market should be checked. While this has to be done by intensive and sustained propaganda, some relief can be obtained immediately by the provision of at least one spittoon for every stall. These spittoons should be cleaned and treated with disinfectant frequently. Spreading of the vegetables and other commodities put up for sale on the floor of the stall is also a practice which has to be discouraged. It will be necessary to insist on each stall-holder having at least a low wooden platform on which the vegetables and other commodities would be spread. In many cases the Committee noticed that the stall-holders use some kind of mat or piece of gunny. But these are very dirty and are no better hygienically than the floor of the stall. If



10th August 1963]

a low wooden platform is used it would be possible to wash it with water or a dilute potassium permanganate solution every day so that the goods put up for sale are kept as hygienically as possible. Even in markets where proper stalls were built the Committee found that many vendors had spread their wares on the floor of the gangways. This practice must be checked. If the owner of the private market is either unable to check this practice or is unwilling to do so because such vendors pay rent separately, it will be necessary to empower the local authority to take strong action in such cases not only against the owner of the market but also against the persons who thus misusing the gangways.

#### PAVEMENT MARKETS.

Many of the improvements suggested above cannot obviously be applied to pavement markets. The Committee felt very strongly that pavement markets should not be allowed to function but at the same time the Committee realised that the pavement markets have sprung up because of the need to meet the demands of the people in the locality. Because of such need these markets have sprung up and if strong action is taken to abolish all of them, it will result in considerable hardship to the general public. The more practical way of abolishing the pavement markets would be to increase the number of markets in the city to cover the needs of all the parts of the city. Till that is done the continuance of the pavement markets will have to be tolerated and it is necessary to consider the steps to be taken in order to ensure that vegetables sold there are kept as hygienically as possible. In one of the pavement markets visited by the Committee, namely, the one at T. Nagar, it has been found that even though the normal provision is only for about 80 stalls, there are more than 120 to 130 stalls. This is a market which has been regularised by the Corporation and it is necessary that the local body should see to it that such overcrowding is not permitted in this market. If the total number of stalls on the pavement is restricted to the number allowed it will be possible to insist on the stall-holders, allowing sufficient space for the purchaser to move about. At present the stalls are so huddled together that it is very difficult for the purchasers to move from one end of the market to the other without stepping over some of the vegetables kept for sale. The Committee feels that in these pavement markets the stall-holders should be compelled to keep the vegetables on small hand carts or wheel barrows and not spread on the floor for sale. If this is not possible the provision of at least a low wooden platform on which the vegetables can be kept should be insisted upon. In these pavement markets business is done daily for two or three hours either in the morning or in the evening, and so it would be sufficient if some urinals are provided with proper flushing arrangements somewhere nearby. Because of the limitation of space, the restricted hours of business and the rush in these markets, frequent conservancy during the hours of business would not be possible. It is, therefore, suggested that a

[10th August 1963]

sufficiently large number of rubbish bins should be provided at various places behind the stalls so that the stall-holders could throw all rubbish into these bins which would be cleared later.

#### LEGISLATION NECESSARY FOR BETTER CONTROL OF PRIVATE MARKETS.

During the course of the inspection, the Committee noticed that many private markets continued to run and do business even though the licences had been refused for not conforming to the standard of cleanliness laid down in the Act. It was explained to the Committee that under the provisions of the City Municipalities Act, the owner of the market would be prosecuted for running the market without a licence and for failing to carry out the improvements suggested. But such prosecutions took time. Further the punishment imposed by the Court was only as fine of a few rupees which did not have a deterrent effect, with the result that the owners of the private markets were able to continue to run the markets without licence. There are of course powers under the Criminal Procedure Code, particularly under Section 133 which could be invoked to close down the markets in such cases; but it was felt that these powers being of an extraordinary nature could not be invoked, particularly if there were large number of cases of private markets running without licences. Further, the closing down of the markets would, while no doubt having a deterrent effect on the market owners, cause the public of the locality considerable inconvenience as they would have no other place nearby from which to purchase their daily requirements. The Committee, therefore, considered other ways of providing the local authority with sufficient control over the markets to ensure that the necessary improvements were carried out without actually having to close down the markets. Two suggestions were made in this connection. The first was that where the owner of the market failed to carry out the improvements in spite of repeated warnings the local authority concerned should be empowered to take over the market, to carry out necessary improvements, to run the market till it recovered the amount invested on carrying out the improvements and hand over the market to the owner after collecting the amount. The other suggestion was that each private market owner should be asked to deposit sufficient money, say about Rs. 1,000 with the local body as a condition precedent to the granting of the licence and that the local body could use this amount for carrying out necessary improvements where the owner failed to do so. Of the two suggestions, the second one was better. But this was opposed by the owners of the private markets who met the Committee. They represented that the profit from the private markets were not substantial and that asking the owners to deposit Rs. 1,000 with the local body would cause hardship to them. But from the point of view of the local bodies, the second alternative of asking the owners of the private markets to deposit money would be preferable to the first. A suggestion has also been made by the Corporation in connection with the proposed amendments to the City Municipalities Act that where the owners of the private



10th August 1963]

markets were found running their markets without licence or had failed to carry out the improvements necessary which they were asked to do, after conviction by a Magistrate, the Commissioner of the Corporation should be given powers to levy on the market owner a fine of not exceeding Rs. 50 per day; such fine being levied till the owner of the market carried out the necessary improvements. This suggestion is also one which deserve consideration.

## CHAPTER IV.

### LONG RANGE PROPOSALS.

As has been mentioned more than once in this report, it has been the feeling of the Committee that one of the main contributory causes to the insanitary state of markets in the City is the fact that the number of markets in the City is totally inadequate to meet the needs of the population of the City. There are, in all 45 private markets and 11 markets maintained by the Corporation in the City of Madras. Of the markets maintained by the Corporation one is fruit market where vegetables are not sold and the other is the Moore Market which is a composite market where many different kinds of goods are sold. Thus, there are altogether only about 55 markets in the whole of the City of Madras where vegetables and in some cases meat and fish also are sold. The population of Madras at present even at a conservative estimate, is expected to be about 20 lakhs. The Joint Director of Town Planning during his discussion with the Committee indicated that according to the accepted standards, on an average, a population of 10,000 would require about 132 shops of various classifications. Presuming that only one of these need be a vegetable market, for a population of 20 lakhs nearly 200 vegetables markets would be required and at least 100 markets where meat and fish are sold. It will be necessary to plan to provide the required number of markets.

At least as an interim measure, it will be necessary to arrange that each division has at least one composite vegetarian and non-vegetarian market, even this half way stage will take years to reach. This will mean an increase of about 50 markets over and above the existing ones. It is not likely that private enterprise will be forthcoming to open new markets and to run them in places where such markets are needed. As has been seen from the existence pavement markets, where the market facilities are lacking, the vegetable-vendors choose the nearest available broad-pavement to set up an unofficial vegetable market. The difficulties that stand in the way of the private enterprise in starting new markets are the non-availability of suitable land and the fact that a market if it were to conform to hygienic and sanitary standards may not be very remunerative. Most of the private market owners who were examined by the Committee, stated that the licence fee and property-tax levied by the Corporation took away a considerable portion of their income and that what was left to them after meeting all expenses of running the market was very small. Some of the private market owners stated that they would be very happy if their markets could

[10th August 1968]

be acquired by the Corporation. The representatives of the Corporation Council who met the Committee also were of the view that it is not practicable to expect private enterprise to start the new markets in Madras City. It was therefore felt that in order to relieve congestion in the existing markets the Corporation should draw up a plan or a phased programme of starting a number of markets all over the City so that at least the minimum of one combined market per division is reached.

There are, as mentioned before 11 markets maintained by the Corporation of Madras. Though the condition in these markets cannot be said to be ideal, yet compared to the conditions generally obtaining in the other markets, the sanitation and amenities provided in the markets run by the Corporation are fairly satisfactory. Yet a few of these are practically empty. To mention one or two instances, in Mallaya market in Wall Tax Road, most of the stalls are empty, same was the case in the fruit market which was originally built to serve purely as a fruit market. Since many of the stalls remained empty it became necessary for the Corporation to lease out the stalls for purposes other than storing and selling fruits. Yet another instance is that of the Pondy Bazaar market, T. Nagar. This is a well-laid out and well maintained market but still it is found that some of the stalls are empty. Even persons who hold stalls in this market go to the pavement market near Panagal Park to sell vegetables during the evenings. It is therefore seen that in selecting places for the opening of the markets, considerable care has got to be taken and attention paid to the conveniences of the people living in that area to determine where the markets should be situated. Reverting again to the case of T. Nagar market, people living in T. Nagar nearer to the railway line and also people living on the northern side of T. Nagar seem to prefer purchasing their vegetables in the pavement market near Panagal Park even under the most insanitary conditions rather than go to the established and well maintained market in Pondy Bazaar. The Committee made enquiries of a few of the purchasers in the pavement at Panagal Park to find out why this was so. It appears to the Committee that people do not like to go long distances to buy their vegetables. Secondly, in the old days there was a habit of the vegetable-sellers having their wares in hand-carts in the residential areas. This habit seems to be dying out. The vegetable-vendors on the other hand seem to prefer to choose some convenient pavement within the easy reach of the residential area and squat there waiting for customers to come to them. This tendency has got to be taken note of and steps taken to provide proper markets within easy reach of residential areas so that pavement markets can disappear in due course. Another factor which, should be taken into account in selecting the places for vegetable markets is that many persons who work in offices seem to prefer to buy their vegetables on their way home in the evening rather than in the early morning. This explains the springing up of another pavement market in T. Nagar opposite to the Railway Station. It was explained that it would add greatly to the convenience of the public if the markets are situated close to the Railway



10th August 1963]

Stations and important bus-termini and also close to places where the public of the locality usually gather or go in the evening or in the morning. Careful and scientific study should be made taking into account these factors so that the markets when built may be popular and not deserted.

Even though the Corporation may acquire sites and open new markets, so long as the old markets exist side by side, the new markets will not be popular because both the vendors and the purchasing public would prefer to patronize the old markets though insanitary due to long usage and habit rather than go to a new market. As an example it can be cited that the market in Wall-Tax Road which has been properly built and well-maintained is remaining empty while people prefer to go to the other private market in Wall Tax Road maintained by K.S.C. Charities. Therefore in order to see that the newly opened markets do not remain deserted while the old markets continue to be as congested as ever, it will be necessary to acquire and municipalise all the markets in Madras City. Once this is done, in the existing markets, the Corporation can ensure that over-crowding of stalls is not permitted. The stall-holders thus deprived of stalls in the existing markets would naturally take stalls in the new markets to be established by the Corporation.

The question, whether it is necessary to municipalise all markets or not was discussed with the representatives of the Corporation Council, with some of the Officers of the Government, with the Secretaries of some of the Trades Associations and also with some of the private market owners. There was a general agreement among all the sections that municipalisation of the markets in the City would be a very desirable thing. The representatives of the Corporation and the Officers of the Government felt that the best way of ensuring high standard of cleanliness in the markets would be the municipalisation of the markets. The owners of the private markets felt that under the very strict rules and also because the possibility of more control being exercised in the future by the Corporation, the running of private markets would not be remunerative or easy and that therefore it would be better that the Corporation itself ran all the markets in the City. The representatives of the Corporation pointed out to the Committee that at present running of markets was classified under the head "Remunerative Enterprises". They cited the cases of various markets maintained by the Corporation and pointed out that if the markets were maintained properly with due care to sanitation and also with all the amenities necessary, it would not be possible to earn enough money from the market to make them remunerative. They pleaded that on the other hand running of markets by the local body should really be considered as providing an amenity to the public of the City, and that aid should be given to the local body on this basis. They pleaded that instead of merely granting loans under the head "Remunerative Enterprises", the Government should come forward and help the local body more generously

[10th August 1968]

than it has been doing so far and should at least be prepared to give the local body 50 per cent of the cost as grant and 50 per cent as loan free of interest.

The other point that has to be considered on a long-term basis is that of the wholesale markets in Madras City. At present Kothawal Bazaar is the only wholesale vegetable market in the City. This market is situated in a highly congested area where the streets are very narrow. The vegetables are brought by hundreds of lorries which arrive at market sometimes at night and all the wholesale business is completed in the market by about 7 or 8 a.m. The retail dealers from far away parts of the City like Adayar, T. Nagar, Kodambakkam, Aminjikarai, etc., go to the Kothawal Bazaar early in the morning, buy vegetables needed for their trade, take them back to their parts of the City and sell them there. While Kothawal Bazaar might have been an ideal place for wholesale business in the past, the Committee felt that now that the population of the City has increased considerably it has become necessary to consider the question of decentralising the wholesale market. As the space available in Kothawal Bazaar market is not sufficient for it to function as a wholesale market for the entire City and as there is no further possibility of extending Kothawal Bazaar in any direction round about decentralising the wholesale market and locating the markets in different parts of the city has become necessary. This would also have the advantage of relieving the lorry congestion in the crowded part of the City round about the Kothawal Bazaar and may also help the retail vegetable dealers in that they would not have to travel long distances to purchase the vegetables for their trade. This question was discussed at length with the representatives of the Corporation Council and with the representatives of the trades associations. The representatives of the Corporation pointed out that the decentralisation of wholesale markets was not a workable idea. They referred to the case of the two wholesale markets in Bangalore, one at Bangalore City and the other at Cantonment and pointed out how, though the Bangalore Municipality built the market in the Cantonment to serve as wholesale market the wholesale business was still confined to the City market while the Cantonment market had become mainly a fruit market. It was pointed out that the wholesale business should be at one central place so that there might be competitive business and that it would be disadvantageous to businessmen if the wholesale markets were located at different places. The Corporation representatives therefore felt that if any attempt was made to decentralise and establish wholesale markets in two or three places in the city, such an attempt would only be failure. They, on the other hand, suggested that since Kothawal Bazaar was located in a very congested part of the City and the space there was not sufficient for it to function hereafter as a wholesale market and also taking into account the lorry congestion in that part of the City which needed to be relieved as early as possible, the wholesale market might be shifted to another place which was fairly central and the Kothawal Bazaar left to function as a retail market. If proper godown facilities were provided in the new place selected and the movement of



10th August 1963]

lorries in the Kothawal Bazaar area was also largely restricted or prohibited, the wholesale dealers would automatically shift to the new market and the problem of their sticking to Kothawal Bazaar and not moving to the new market could be got over. It was suggested by them that a good place for locating a central wholesale market was the People Park Playground opposite to Salt Cotaurs, the playground being shifted to Kesava Pillai Park. The representatives of the Trades Associations who were consulted on this point felt that though initially there would be the resistance on the part of the wholesale dealers to the decentralisation of the wholesale market, if the wholesale dealers could be assured of places in the markets to be established in different parts of the city so that they could run their establishments in the various markets as branches with a unified control from one central place, this system might work after sometime. They also emphasised the need for the wholesale business being controlled from one place, even if all the business were not transacted at one place, in order to avoid differences in prices in different parts of the City. If there were such differences, they pointed out, the vegetable vendors who purchase from the wholesale-dealers may not buy from the nearest whole-sale market but would prefer to go a more distant market where the prices might be lower and this would adversely affect the business in the wholesale markets in different parts of the City.

Another question the Committee considered in respect of the long term proposals was that of decentralising certain wholesale trades from the congested parts of the City. At present while Kothawal Bazaar serves as the main vegetable wholesale market adjoining Kothawal Bazaar in Bunder street, the wholesale fruit market exists. This is a narrow street and because of the existence of the wholesale fruit market there, practically the entire street is blocked with lorries and this market it impossible for the people to move about, and making it impossible for the Corporation to conserve the street and kept it clean. In fact the conservancy of Kothawal Bazaar is difficult as the conservancy lorry of the Corporation is unable to approach Kothawal Bazaar till about 10 or 11 a.m. when the congestion of lorries in Bunder street is relieved to a certain extent. The Committee felt it was very, important to consider a proposal for shifting the fruit market from Bunder street. In this connection the Committee considered that some open space near about the same area should be chosen and the wholesale fruit market shifted there. The wholesale dealers in fruit could be induced to shift to the new market by providing necessary storage facilities including coldstorage facilities there and also by prohibiting the movement of lorries in Bunder street. The Committee felt that the large open space behind the Corporation Fruit Market which is at present being used as a mufassal bus-stand was idea for this purpose. It would be necessary to shift the mufassal bus-stand to some other place. This aspect will be discussed later in the report while dealing with the bus-stands. If, however, it will not be possible to shift the wholesale fruit market to this area, the Committee felt that it would be necessary to make efforts to obtain

[10th August 1963]

at least a portion of the open land known as Ordinance Lines from the Union Government in order to establish the wholesale fruit market there.

## CHAPTER V.

### BUS-STOPS.

As pointed out elsewhere in the report, the bus-stands in Madras City are of two types. One type of bus-stand where buses converge from various parts, halt for sometime and then leave for their different destinations and the other type which can really be called a bus-stop where the buses do not halt for any length of time. Generally the mufasal bus-stands come under the first category. The City bus-stands come under the second category.

So far as the City bus-stands are concerned in most of the places the buses are parked on the sides of roads and this is generally not felt as very inconvenient. As for example, in the bus-stand in Parrys Corner, the time for which the buses halt is generally not more than a few minutes. In such places the amenities that are needed are not many. In these places the congestion of the travelling public is only during the rush hours in the morning and the evening. The travelling public generally do not wait for a long time at these bus-stands. It will therefore be enough, if, in these places, minimum amenities like proper shelters for the passengers to shelter them from sun and rain with some benches either of cement or of other material where the old, infirm and very young can sit while waiting for the bus, also public conveniences and urinals are provided. It will be necessary to provide public conveniences separately for the running staff and for the travelling public. Waiting sheds for running staff are necessary. Public conveniences for the running staff should be located adjoining the waiting shed so that the whole area can be earmarked for the use of the running staff only. Public conveniences for the passengers will have to be provided at a separate place and this should be a type of combined urinal and public conveniences. It goes without saying that all the standards which have been recommended for public conveniences in market with regard to sufficiency of water, appointment of conservancy staff should be maintained here also. In addition, attached to these public conveniences it is recommended that a room with a number of wash-basins should be provided so that the passengers could have a wash either after using the public convenience or while waiting for the bus. This room and the public convenience could be designed together in such a manner as to make it look attractive. In some places in the city like T. Nagar, Mandavallippakkam, Shenoy Nagar, etc., that is to say, at the outer edges of the city bus routes it will still be possible to find sufficient land for locating proper bus-stands. It will be necessary even now to earmark such places for bus-stands before the areas get built up. In this connection the Committee would like to point out the fact which was brought to its notice during the discussion regarding the bus-stand at T. Nagar, that in the Town-Planning Scheme, a large



10th August 1963]

area was provided for the establishment of a proper bus-stand at T. Nagar. A part of this area was Government land and a part was private land which was intended to be acquired for a bus-stand at T. Nagar. As T. Nagar got more and more built up, the owners of this private land wanted to put up buildings. The Government Transport Department was consulted at that stage by the Corporation whether this private land would be acquired by the Transport Department or whether the building applications could be sanctioned. Then, apparently, the Transport Department did not have any proposal for improving and building up a big bus-stand in T. Nagar and on their replying that they had no immediate proposal for acquiring those lands, the Corporation had to sanction building applications in all these private lands. Now that the Transport Department has decided on having a good bus-stand at T. Nagar, it is faced with the problem of insufficiency of land. The Committee therefore feels that such a situation should not be allowed to happen again in the other areas in the City bus route termini and that a Master Plan should be drawn up for building proper bus-stands in all these termini and that the necessary land should be acquired and kept vacant for this purpose so that the bus-stands could be built up according to a phased programme.

These bus-stands at the terminals of the City bus-routes and the mufassal bus-stands in the City will have to be dealt with under the first category of bus-stands with regard to provision of amenities. Before considering what amenities are to be provided and how these bus-stands have to be built up the Committee would like to point out that so far as the two mufassal bus-stands are concerned (the one in Esplanade behind the Corporation Fruit Market and the other at Mint Street), the space in either of these places is not sufficient for providing even the minimum amenities. The mufassal bus-stand in Mint-Street, the Committee understands, will have to be shifted some where else very shortly as the area occupied by this bus-stand would be needed by the Corporation for a service road in connection with the building of overbridge over the railway-crossing in Tiruvottiyur High Road. The Committee, therefore, felt that it was necessary to consider the question of shifting these bus-stands somewhere else so that they can be built and maintained in a proper fashion. The Committee discussed the question with the Joint Director of Town-Planning, the Director of Transport, the Deputy Commissioner of Police (Traffic and Licensing), and also with the representatives of the Corporation, of the Trades Associations and of Bus Passengers' Association. The Joint Director of Town-Planning, the Director of Transport and the Deputy Commissioner of Police (Traffic) were of the view that time has come to consider the question of decentralising the mufassal bus-stands and shifting these bus-stands to the outskirts of the City. They favoured the establishment of three mufassal bus-stands—one in south near the Government Milk Factory, second in the north somewhere near Tiruvottiyur High Road and the third on the Poonamalee High Road near Kilpauk. According to them this would help in establishing properly constructed bus-stands with all the amenities necessary for the passengers and also help

[10th August 1963]

in reducing the congestion in the City roads. They pointed out that in the City the roads were not wide enough, that any attempt at widening the roads would be a very costly affair, and that it was necessary to relieve the congestion of vehicles on the roads by taking the mufassal buses off the roads in the City. The Committee was also informed by them that there was a proposal sometime back to shift the mufassal bus-stand to the outskirts of the City which was considered by Government, but was dropped because of the representations made by legislators and others that this would cause hardship to the travelling public. The view that the shifting of the bus-stands to the outskirts would cause hardship to the travelling public was stressed by the representative of the Corporation and some of the Trades Associations also. They pointed out that at present public coming into Madras from outside the City travel in the mufassal buses up to the centre of the City. It was possible for them to get down en-route at the nearest point to their destination and where their destination lay beyond the mufassal bus-stand they only had to change into another bus or to take some other convenient vehicle to reach their destination. If bus-stands were shifted to the outskirts of the City one more charge would be imposed on such travelling public and this would naturally cost them a little more. It was pointed out by the Committee that the additional hardship involved in shifting of the bus stand to the outskirts had to be balanced against advantages which have been mentioned above. It was also pointed out that when bus-stands were shifted to the outskirts of the city, the Transport Department could arrange to run a sufficient number of connecting buses and also permit the carrying of some luggage in these connecting buses in order to reduce the hardship to the passengers. The Director of Transport stated that this would be possible. The Committee felt that it may cost the travelling public a little more if the bus-stands are shifted to the outskirts; but that when this was balanced against the other advantages that could be got by shifting the bus-stands to the outskirts, the disadvantage of having to spend a little more was not really worthy of consideration.

The Deputy Secretary to Government, Rural Development and Local Administration pointed out in recommending the shifting of the mufassal bus-stands the Committee was going beyond its terms of reference and that improving the existing conditions of the bus-stands should receive greater priority than planning improvements for the future. Strictly speaking such a view could be taken but, as the Committee feels that the provision of amenities in the mufassal bus-stands cannot be done satisfactorily in the space now available and that the sanitary condition in the bus-stands cannot be improved if the bus-stands were not shifted, it is necessary for this Committee to go into this question also and make proper recommendations. The Committee is, therefore, of the view that the shifting of the mufassal bus-stands to the outskirts of the City should be considered seriously and that it would be possible to reduce the hardship to the passengers by providing a sufficient number of connecting City buses and permitting the carrying of luggage in the City buses.



10th August 1963]

The amenities that will have to be provided at the bus-stands are listed below :—

- (a) Provision of covered waiting-sheds separately for ladies and gentlemen;
- (b) sufficient sanitary arrangements, like public conveniences, urinals and wash-basins and bath-rooms separately for the running staff and for the passengers;
- (c) separate waiting sheds with tiffin room for the running staff;
- (d) provision of retiring rooms on payment of reasonable charges for the passengers;
- (e) facilities for parking cycles near the bus-stands;
- (f) provision of cart-stand and taxi-stand near the bus-stand; and
- (g) adequate drinking water-supply facilities.

The Joint Director of Town-Planning also pointed out that in the bus-stands there should be full safety to the passengers, there should be freedom of movement, the passengers should be provided with essential comforts, there should be adequate seating arrangements, lavatories, bath facilities, etc. Wherever possible there should be separate waiting rooms for women. And also since the buses would have to halt overnight in these bus-stands there should be a sufficient number of covered sheds where the buses could be parked for the night conveniently. He also suggested that the provision of separate rooms or dormitories with bath-rooms for the running staff who had to spend the night in the bus-stand. The Joint Director of Town-Planning pointed out that taking into account, the general climate of the country, as far as possible, coolers have to be installed and sufficient cool drinking water should be provided to the passengers and the running staff. Inside the bus-stand there should be well-demarcated route tracks so that buses bound for a particular destination might be parked in their respective places. The whole area of the bus-stand should be black topped.

For each route, there should be a booking office. There should also be left-luggage or cloak rooms for the passengers to store the heavy items of luggage. The retiring-rooms for the passengers should be of different sizes. Single-rooms for individuals and large rooms for families, all of them with attached bath rooms. These should be let on a fairly reasonable rent. Outside the bus stand, adequate provision should be made for taxi-stands and car-parks. Every bus-stand should be provided with a clock-tower. The passengers shelter should provide a adequate protection from sun and rain. The whole area of the bus-stand should be enclosed with a high enough compound wall with an exit and an entrance.

The Joint Director of Town-Planning was also of the opinion that every bus-stand should be provided with permanent watchmen and sweepers and that an adequate number of passenger guides and supervisors should also be employed. Where buses have to halt

[10th August 1963]

for the night apart from the provision of covered shelter for parking buses, it will be necessary to provide arrangement for properly clearing the buses before they are taken out on the road and for this purpose, there must be a washing platform with water facilities. This area should be little remote from the main traffic area. It would be desirable to have a small workshop attached to the bus-stand for attending to emergency repairs. First-Aid arrangements should be provided inside the bus-stand for attending to emergency cases. The Joint Director pointed out that the bus-stand should be designed so that along with the bus-stand, provision could be made for general merchandise stalls which could be rented out. With these rents and with the income from the bus-stand, the whole bus-stand could be made self supporting. These stalls should be outside the bus-stand though attached to it. Near the waiting-sheds it will be necessary to provide a small canteen, betel-stalls and stalls selling books and papers. The Joint Director was emphatically of the view that the shifting of the bus-stand to the outskirts and putting up of such a well-designed bus-stands is an urgent necessity, particularly in view of the very rapid increase of population in the City.

## CHAPTER VI.

### LORRY-STANDS.

Though the enquiry into the sanitary condition in lorry-stands was not specifically included in the Government reference to this Committee, the Committee felt that since lorry-stands were in a way similar to bus-stands, while dealing with bus-stands, it would be desirable to consider the conditions that existed in the lorry-stands and to suggest improvements wherever necessary.

There are two lorry-stands maintained by the Corporation in the City of Madras. One is near Elephant Gate Railway Overbridge which is called Elephant Gate Lorry-stand and the other is Hood Wharf Lorry-stand. The capacity of the Elephant Gate Lorry-stand is about 60 lorries and the capacity of the Hood Wharf Lorry-stand is 160 lorries. During the inspection and from the enquiries made at the time of the inspection the Committee found that while the lorry-stand at Elephant Gate was at least, partially used, the lorry-stand at Hood Wharf was not in use at all. There was no convenience for lorries parking at Hood Wharf Lorry-stand. At the Elephant Gate Lorry-stand also the full capacity was not being utilised and the Committee found that instead of the lorries using the lorry-stand for parking as was expected, many lorries were being parked on the road-markings thus adding considerably to the congestion on the roads and making it difficult for pedestrians to move about and also impeding considerably the conservancy work of the Corporation. The



10th August 1963]

Committee discussed with the Secretary of the Lorry Owners' Association, the reasons why lorries were still parked on the road-margins even though lorry-stands were available in the city.

It was pointed out that though at the Elephant Gate Lorry-Stand some amenities were made available, there were yet some very important amenities to be provided at this lorry-stand. In the Hood Wharf Lorry-stand, the amenities provided were most inadequate. The principal reason for the reluctance on the part of the lorry owners to use the Hood Wharf, it was said, was that the lorry-stand, as at present, was considered very unsafe. Petty thieving was said to be rampant in the locality and unless sufficient arrangements were made to safeguard lorries and goods left in the lorry-stand, the lorry owners were most reluctant to allow their lorries to be parked in that stand either with goods or without.

The Committee feels that building of lorry-stands and the provision of amenities therein should be considered on lines similar to those suggested for the bus-stands. In the lorry-stand also the entire area should be completely fenced off with a compound wall so that outsiders would not be able to get into the lorry-stand and pilfer parts and other goods from the lorries. The whole area of the stand should be black topped. Since the lorry owners generally prefer to run their lorries at night, the laden lorry reaches the City some time in the early hours of the morning. As soon as it reaches the destination, the driver of the lorry prefers to leave it in a safe place, to get some sleep. He, therefore, drives to the lorry-booking office, parks the lorry on the road side, in the charge of a clerk or a watchman and goes to sleep. If, in the lorry-stand, properly covered sheds which could be locked were provided the owners and drivers of the lorries may prefer to use these sheds for locking up the laden lorries as soon as they reach the City. Even, otherwise, since lorries sometimes carry valuable merchandise, arrangements should be provided for keeping the lorries with their merchandise safely under lock and key. In every lorry-stand, just as suggested for the bus-stand, enough retiring-rooms, dormitories, etc., should be made available with attached bath-rooms for the use of the running staff of the lorries. It will also be necessary to provide sufficient godown accommodation attached to the lorry-stand where the goods brought by the lorries could be unloaded and stored for a few days before they are moved to the godowns inside the City. As suggested for the bus-stand, in every lorry-stand there should be a big enough area and proper arrangements for washing and cleaning the lorries. Water should be provided at this area under pressure. It will also be necessary to have a small workshop attached to each lorry-stand where minor repairs to the lorries could be carried out. At Elephant Gate Lorry-stand, the Committee noticed that there were number of stalls inside the lorry-stand and that these stalls had been leased out to people who were carrying on trades unconnected with lorries and the transport of goods by public carriers. The Committee felt that this should not be permitted and that all the stalls in the lorry-stand should be leased out only

[10th August 1963]

to such trades as are connected with lorries and the transport of goods. A proper and well-run canteen catering to the ordinary needs of the running staff and panshops, small newspaper stalls, etc., should also be provided within the lorry-stand.

Even if all these amenities are provided, the lorry-owners may still prefer to leave the lorries parked on the road opposite their booking-offices or godowns in order to save some money which would otherwise be spent in transporting the goods from the lorry-stand to their godowns inside the city. Also, the Corporation at present maintains only two lorry-stands and obviously this number is totally inadequate for the number of lorries which enter the City. More lorry-stands would be necessary. The Committee is not prepared to say, at present, how many more lorry-stands will have to be put up. This number should be determined after taking a census of the lorries that enter Madras City every day. For most of the lorries the over-crowded and built-up area round George Town is the destination. All the lorry-stands should, therefore, be situated within easy reach of Georgetown and the neighbourhood, if they are to be popular. If wholesale markets are decentralised and built in different parts of the City, as suggested in Chapter IV, it may be worthwhile to consider the question of attaching one lorry-stand to each wholesale market. Thus, by attaching a lorry-stand to each wholesale market, it would be possible to make the wholesale market itself more popular. A stricter enforcement of law, probably with more restrictions with regard to the lorries entering crowded areas in the City, would be necessary to prevent the misuse of the road-margins by parking of lorries. It will be necessary to undertake legislation to change the law, as at present, to prevent the parking of lorries on the road-margins.

## CHAPTER VII.

### SUMMARY.

The Committee has made certain recommendations for the improvement of the sanitation in the markets and the bus-stands and for the provision of better amenities in these places. The Committee has grouped the recommendations under two heads—(1) the recommendations that could be given effect to almost immediately and which would considerably improve the sanitation in the markets and (2) the recommendations which consist of long-term proposals and which, by their very nature, would take some years to implement. The main recommendations made by the Committee under these two heads are briefly summarised and enumerated below.

### MARKETS.

*Recommendations that are capable of implementation in the near future.*

(1) The number of seats in the public-conveniences in the markets should be trebled. The public-conveniences in the markets should be provided with water from a well sunk separately.



[10th August 1963]

for the purpose through an overhead tank. Sufficient number of urinals of the types provided in many of the cinema theatres in the City should be attached to the public-conveniences. The public-conveniences in the markets could be preferably converted into paying types where each person pays a small charge of 2 nP. for using the public-convenience. Whether or not this is done, full-time scavengers (male and female) should be provided for each public-convenience.

(2) Where there are two rows of stalls facing each other the width of the passage between should be increased to 12 feet. Where there is only one row of stalls the width of the gangway may remain, as at present, as 8 feet. Each stall should be provided with sufficient storage space either in the form of a loft or as a cellar underneath the floor of the stall. Local bodies should be vested with powers to take action against the stall-holders encroaching into the passages between stalls.

(3) Special attention should be paid to eradicate the fly nuisance which is particularly noticeable in the meat and fish stalls. The rubbish heaps in and around the markets should be frequently treated with insecticides to prevent breeding of fish. The floor of the meat and fish stalls should also be frequently washed with insecticides to keep off the flies. Each stall-holder should be compelled to keep the meat or fish covered with wire mesh gauze lid to keep away flies. Cold storage facilities should be provided at least in the bigger markets so that the meat and fish could be kept fresh without decomposing.

(4) In every market sufficient conservancy staff should be employed to clean the market frequently at least once in one or two hours. Where it is possible to have adequate water-supply, water points should be provided at various places in the market from which water could be drawn at high pressure to flush the drains and the floor of the market.

(5) A greater number of spittoons should be provided in the market, if possible, one for each stall. A large number of rubbish bins should also be provided at various places in the market. The stall-holders should be asked to provide low-wooden platforms on which the vegetables, etc., put up for sale could be kept hygienically.

(6) The Corporation should be given greater powers over the private markets to ensure a higher standard of cleanliness. Each private market owner should be asked to deposit a sufficient amount, say Rs. 1,000 with the Corporation as a condition precedent to the granting of the licence so that any improvements that are necessary and which are not carried out by the owner of the market could be carried out by the Corporation from out of this deposit.

#### *Pavement markets.*

(1) Public conveniences should be provided by the Corporation at a place not too far away from the pavement market.

[10th August, 1963]

(2) Urinals with proper flushing arrangements should be provided near the pavement markets.

(3) A sufficiently large number of rubbish-bins should be provided at various places behind the stalls.

(4) The stall-holders should be encouraged to display the goods put up for sale on low-hand-carts or wheel-barrows. If this is not possible they should at least keep the vegetables on low-wooden platforms and not spread them on the floor of the pavement.

#### *Markets—Long-term proposals.*

(1) The Corporation should take steps to open more markets in the City so that at least one combined vegetarian and non-vegetarian market is provided for each division.

(2) In order to ensure that the standard of sanitation and cleanliness in the market is maintained at a fairly high level, all the private markets in the City should be acquired on phased programme so that the Corporation could improve them, provide all the necessary amenities and lease them out. In order to help the Corporation to do so, the Government should come to the aid of the Corporation by granting them assistance on more generous terms than is being done now.

(3) The wholesale trade should be decentralised and wholesale vegetable markets should be established at two or three places in the City. A lorry-stand should be attached to each wholesale market. These markets should be provided with proper and sufficient godown accommodation.

(4) The area now occupied by the mofussil Bus-stand in Esplanade should be used for a wholesale fruit market by shifting the mofussil bus-stand elsewhere. If this is not possible at least a portion of the open land nearby, known as 'Ordnance Lines', should be taken over from the Union Government in order to establish the wholesale fruit market there.

#### *BUS-STANDS.*

##### *(a) City Bus-stops.*

(1) Adequate number of shelters for the passengers should be provided.

(2) Combined public convenience, urinals and wash-places should be provided near the passenger-shelters.

(3) A separate waiting-shed should be provided for the running staff.

(4) Separate public convenience, urinals, etc., for the running staff should be provided adjoining these waiting sheds.

##### *(b) Bus-stands.*

At the terminals of the City bus routes where sufficient land is available a plan should be drawn up even now and necessary land purchased and kept free for building proper bus-stands.



10th August 1968]

(c) *Mofussil Bus-stands.*

(1) The mofussil bus-stands should be shifted from Esplanade and from Mint street and located in three places—one in the South near Saidapet, second in the West near Kilpauk and the third in the North near Tiruvottiyur High Road.

(2) The area of the bus-stands should be fenced off with a compound wall with an entrance and an exit and the entire area should also be black-topped.

(3) Covered waiting-sheds should be provided separately for ladies and gentlemen and sufficient sanitary arrangements like public conveniences, urinals and wash-basins should be attached to these sheds.

(4) Retiring-rooms should be provided on payment of reasonable charges for the passengers and these rooms should have attached bath-rooms.

(5) Separate waiting-sheds and retiring-rooms should be provided for the running staff with bath-rooms attached.

(6) There should be canteens separately for the passengers and for the running staff located near the respective waiting-sheds.

(7) There should be an adequate supply of cooled drinking water.

(8) There should be well demarcated route-tracks so that buses bound for any particular destination can be parked in their specified places.

(9) For each route, there should be a booking-office.

(10) There should be left luggage or cloak rooms for passengers to store their heavy items of luggage.

(11) There should be covered lock-up sheds for the buses that have to halt at the bus-stand overnight.

(12) There should be a large enough separate place where the buses could be cleaned and washed in the morning before they are taken out.

(13) There should be a small workshop attached to the bus-stand where minor repairs could be carried out.

(14) There should be a first-aid room in each bus-stand to attend to emergencies.

(15) The bus-stand should be provided with a sufficient number of watchmen and sweepers.

(16) Passenger-guides and supervisors should also be employed in the bus-stands.

(17) Inside the bus-stand there should be stalls selling pan-supari, books and newspapers.

(18) Each bus-stand should have a prominent clock-tower.

[10th August 1963

(19) Space for parking cars, taxi-stands, cart-stands and cycle-stands should be provided near the bus-stand but outside the compound.

### LORRY-STANDS.

(1) The Corporation should take steps to open more lorry-stands in different places near enough to Georgetown which is the trade centre of the City.

(2) The area of the lorry-stand should be enclosed by a compound wall and the whole area should be black-topped.

(3) There should be a sufficient number of covered sheds where the lorries could be locked up for the night.

(4) There should be a sufficiently large enough area with water facilities where lorries could be cleaned.

(5) Retiring-rooms, dormitories, etc., with attached bath-room facilities should be provided for the running staff.

(6) Sufficient godown accommodation should be provided.

(7) A small workshop should be attached to each lorry-stand where minor repairs to the lorries could be carried out.

(8) A proper and well-run canteen catering to the ordinary needs of the running staff and stalls like pan-superis shops, small newspapers stalls, etc., should be provided in the lorry-stand.

## CHAPTER VIII.

The Committee acknowledges with thanks the co-operation extended to it by the officers of the Government and the Corporation, the members of the Corporation Council and by the representatives of the Trades Associations. While it would be invidious to single out any particular person for special mention by the Committee, it however, wishes to place on record the help extended to it by the Health Officer of the Corporation of Madras, who was throughout with the Committee during the inspections and the discussions and helped the deliberations of the Committee by offering valuable advice and suggestions.

V. V. RAMASWAMI, M.L.C.,

*Chairman, Fact Finding Committee.*

### Members.

1. K. VINAYAKAM, M.L.A.

2. C. R. RAMASWAMI, M.L.A.

3. T. P. SRINIVASAVARADHAN, M.L.C.

R. BALASUBRAMANIAN,

*Commissioner and Member-Secretary.*

